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ABSTRACT

Developed by a committee from all major educational consituencies, this comprehensive plan outlines the problems, goals, components, and mechanisms for coordinating California's preservice and inservice training of teachers and other educational professionals. Recent proliferation of training programs has caused problems in cooperation, funding, and philosophy and raised legal and institutional constraints. The comprehensive plan's goals include removing these barriers, identifying needs, funds, and programs, and developing communication and plan evaluation methods. At the same time the plan is to be client-centered, flexible, and fiscally realistic, while preserving institutional autonomy. The report lists four plan components: (1) identifying relevant state and federal legislation; (2) cataloging all funding sources; (3) identifying existing plans for preservice and inservice training coordination; and (4) listing all relevant public and private educational programs. Included in the mechanisms for plan implementation are a policy council made up of state personnel to carry out the plan, and a statewide committee of major training clients, suppliers, and brokers to work with ad hoc constituent committees to provide ongoing evaluation and proposals. Charts and text outline the report's procedures for plan approval and implementation, and describe the relationship among plan participants, needs, and suppliers. (RW)

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Prepared in Response to
Public Law 95-561 as an Amendment
to the California Plans for Titles IV and V
of the Elementary and Secondary Education Act

EA 013 498

CALIFORNIA STATE DEPARTMENT OF EDUCATION AND THE
COMMISSION FOR TEACHER PREPARATION AND LICENSING
SACRAMENTO, 1980

COMPREHENSIVE PLAN FOR COORDINATION OF PRESERVICE AND IN-SERVICE PROFESSIONAL PREPARATION OF EDUCATIONAL PERSONNEL IN THE STATE OF CALIFORNIA

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1980

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INTRODUCTION

The mandate in Public Law 95-561 for states to develop a comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel is especially timely for California. During the second half of the 1970s, the California Legislature, many segments of the state's educational community, and the federal government have increasingly attended to the programmatic and financial needs of educational professionals for in-service training. This new area of concern in regard to professional preparation, while philosophically and intrinsically related to preservice preparation, has developed in most instances apart from previously established programs, institutions, and financial structures.

Before passage of Public Law 95-561, educational professionals in California recognized the potential proliferation of efforts in professional preparation of educational personnel. Although each effort is individually significant and needed, problems of effectiveness in delivery and match between provider and client are likely to occur without coordination and communication.

Initial efforts at such coordination have occurred through a variety of mechanisms in California. Of particular note has been the initiation of the School Improvement Program, a state legislative effort through which the State Department of Education works with all local educational authorities in a variety of areas, including staff development and the consolidated application process; it is through this process that many forms of state financial aid for school districts are coordinated.

State and federal programs for professional preparation of in-service educational personnel in California are administered through the Office of Staff Development of the State Department of Education. As the need for coordination has grown in recent years, a strong liaison has been established between that office and the Commission for Teacher Preparation and Licensing. The Commission is an independent state agency with responsibility for coordination of preservice professional preparation and the licensure of all professional educational personnel for service in the public schools of California.

These coordination efforts have been crystalized, encouraged and given new direction by the mandates of Public Law 95-561. To formalize initial cooperation among the many offices of the State Department of Education involved with professional personnel and the Commission for Teacher Preparation and Licensing, a task force of state education officials was established in the summer of 1979 to review the new requirement for a comprehensive plan. That task force generated both a prospective framework for developing the plan and initiated the collection of data that would be required for effective coordination.

Following these initial planning activities, the State Department of Education and the Commission for Teacher Preparation and Licensing contacted all major educational constituencies in California to invite their participation on a statewide committee for development of the comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel. This committee met early in 1980 to review the mandates of Public Law 95-561 and the needs of

California. The plan which has been prepared is a result of the deliberations of that constituent committee.[1]

Based on recommendations from the constituent committee, department staff, and commission staff, a state plan for coordination was developed. The plan was reviewed and approved by appropriate offices, policy committees, the Educational Innovation and Planning Commission,[2] the State Department of Education, and the Commission for Teacher Preparation and Licensing. Final approval by the Commission for Teacher Preparation and Licensing and the State Board of Education was received before submitting the plan to the United States Office of Education.[3]

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[1] A list of the participants and the constituencies represented on the statewide committee are available upon request from the Office of Staff Development, California State Department of Education, 721 Capitol Mall, Sacramento, CA 95814.

[2] This is the ESEA Title IV Advisory Commission.

[3] A chronology of the development and approval of the plan is also available from the Office of Staff Development.

SECTION I: PROBLEMS AND GOALS

A. Problem Statement on Cooordination of Preservice and In-service Professional Preparation of Educational Personnel in California

The work of the state agency staff and the statewide constituent committee has provided agreement and clarity concerning the need for a comprehensive approach to planning and coordination in the area of preservice and in-service professional preparation of educational personnel in California. The need for a coordinated approach was initially identified by the State Department of Education through research conducted in 1978 and 1979.

The need for planning and coordination is a result of the shifting educational and market conditions over recent years. These conditions have brought a wide variety of programmatic responses from local educational agencies and institutions and from the state and federal governments. The research provided recognition that there are now a great number of programs in operation, most of them significant and effective. However, there is a need for coordination and communication to ensure continued and improved service.[1]

The shifts in educational direction which have occurred over recent years are national in character. Many have been pronounced in California. In the decades following World War II and continuing through the 1960s, the primary personnel need of the public schools of this nation was an adequate number of trained educators who could staff the rapidly increasing numbers of classrooms at all educational levels. The focus was on attracting young people to the profession, expanding the preservice training programs at colleges and universities, and moving new teachers into employment as soon as possible to meet the needs of expanding school enrollments in the elementary and secondary grades.

Experimentation occurred with respect to on-campus internship and a variety of other modes of preservice preparation. By the 1960s special emphasis was being given to attract and to train teachers from the emerging minority communities of the nation for service in urban schools. The initial thrust of the multitude of federal educational programs under the rubric of the Elementary and Secondary Education Act of 1965 came while the need for educational personnel was still increasing.

Peak enrollment came in 1970. Each year since then there has been a gradual erosion in school enrollments, first at the elementary level; currently, at the secondary level. Whereas decreasing enrollment has been a national phenomenon, it has been most marked in urban and older suburban areas. Newer suburbs continue to grow. The overall impact has been a curtailment in the need for new professional educational personnel for the public schools and thus with a decline in enrollment of students in preservice training programs because of poor prospects for employment.

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[1] Although no specific citations will be given for the sources used in this plan, an extensive bibliography covering the areas of preservice and in-service professional preparation of educational personnel, with special focus on California documentation, is available upon request from the Office of Staff Development.

This shift in educational needs has many important and deceptive undercurrents. A major thrust has been the rapid stabilization of the educational work force in most local school districts which have only minimal turnover. One result has been an older and more experienced faculty with a potentially stagnating effect on the educational program. Public employee collective bargaining in California has occurred at the same time. Although not necessarily in a cause and effect relationship, a growing disenchantment of the public with public programs and public employees has closely followed.

A major response to the stabilizing of the school work force and the cries for improved programs has been a new professional focus on in-service staff development and on the overall improvement of educational programs. In California such major efforts as the School Improvement Program, the bilingual and special education programs, and major state legislation to finance staff development have marked the late 1970s. Federal monies of a similar nature have become available during this same period. A full review of these policy initiatives and the fiscal implications will be undertaken in the second section of this document.

Despite a stabilization of school enrollments overall, the enrollment patterns in California school districts continued to change, resulting in an oversupply of personnel in some areas and an inadequate supply in others. Even though great numbers of trained teachers went without employment in the late 1970s, the need remains for teachers trained in certain specialties, such as mathematics and some of the areas of science. Many school districts have had difficulty responding to the enrollment and interest shifts which occur, thus requiring the reassignment of personnel, in some cases, to areas of instruction for which the teachers lack either expertise or training. Questions of coordination of available professional preparation resources loom larger every day as these problems continue.

In addition to the issue of matching available personnel and school needs, two enormous and relatively new needs have emerged nationally, with special emphasis in California because of the size and geography of the state. The first of these needs is the provision of service for individuals with exceptional needs. The result is a tremendous shortage of appropriately trained special education teachers. Concurrently, there is a need for both new preservice and in-service training programs in special education to assist current school staff in gaining competencies and licensure appropriate to expanded special education assignments.

The other emerging area of critical importance is bilingual education. The student population of California's public schools is 40 percent minority. Three-fourths of that minority population comes into school from a limited-English-speaking or non-English-speaking background. Bilingualism in California is receiving increasing attention in conjunction with increasing populations of children from Hispanic and Asian backgrounds. California was the first state to develop bilingual teaching credential requirements. The pressure for adequate numbers of bilingual teachers has provided impetus for both preservice and in-service training opportunities.

These areas of special need, as well as several other program areas such as vocational education, have continued to generate new programs of support and

assistance from both the state and federal governments. As programs for special needs are implemented in the field, the need for coordination becomes more apparent.

Problems of coordination have received attention in California from several educational offices. The advent in early 1979 of Public Law 95-561 mandated systematic coordination:

> [PL 95-561] sets forth a comprehensive plan for the coordination of federal and state funds for training activities for educational personnel in the state including preservice and in-service training, which plan shall be developed with the involvement of teachers, professional associations, institutions of higher education, and other interested individuals. (PL 95-561, 12)

This mandate for a new plan, in the form of an amendment to current state plans for Titles IV and V of the Elementary and Secondary Education Act, is highly appropriate to the needs already identified in California. Further, the exploration by state education agency staff and the statewide ad hoc constituent committee indicates a clear readiness on the part of all educational parties in California for such coordination.

Several circumstances or barriers, which are a part of the contemporary educational milieu of California, were identified by the statewide constituent committee:

> Lack of common definitions concerning teacher preparation, staff development, preservice versus in-service training, and other programmatic activities
>
> Lack of incentives within institutions and organizations that might encourage coordination and cooperation
>
> Lack of a clearly understood system for planning, developing, monitoring, and/or evaluating efforts of professional preparation of educational personnel at both preservice and in-service levels
>
> Difficulty in embarking on planning and coordination activities without specific and stable funding for such purposes
>
> Legal restraints which accompany the various funding sources which currently support different preservice and in-service programs in the state
>
> Institutional and organizational constraints, rules, and regulations which work against coordination and cooperation

Vast differences in needs and programs within a state as diverse as California whose demographic features vary from urban to suburban to rural, with sharp differences in wealth, minority composition, language, and proximity to resources

Status barriers among various institutions and agencies, with no clear understandings of the various roles which exist or could exist

Uncertainties and/or lack of agreement among all parties to public education in California over the specific nature of the teaching and learning process

A lack of effective dissemination of information on pre-service and in-service preparation of educational personnel to all interested parties in the state

Each of these barriers to coordination provides a focus for further study and analysis within the comprehensive planning process. Through that process, solutions will be developed which will be integral to the functioning and implementation of the coordination mechanism described in this document. The central impact of these barriers falls upon the classroom teacher. It is the intent of this planning document to provide a flexible framework specific to California's needs through which these barriers can be addressed and resolved in the immediate future.

It is agreed by all parties to the planning process in California that an ongoing need exists for both preservice and in-service professional preparation of educational personnel. This need is constantly in a state of flux as attempts are made to address the specifics of a dynamic public school population. Initial efforts at coordination through such programs as school improvement provide an excellent start. Yet significant barriers remain to effective and full coordination. In the 1980s there is a fuller recognition of the need for coordination by all major segments of the California educational community.

B. Policy for a Comprehensive Plan in California

California is the most populous state in the United States, the third largest in geographical size, and clearly one of the most complex in terms of divergence among urban, suburban, and rural populations; ethnic, racial, and language mix; and proliferation of educational programs to respond to such diverse needs at all social and educational levels. Given the huge population to serve and the extreme social variations and geographical distances to traverse, a strong case can be made that California is one of the most complex of our fifty states.

This complexity is reflected in the equally complex policy within which a comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel in California must be developed. Federal educational policy comes to California, as to other states, through the many titles of the Elementary and Secondary Education Act, the Higher Education Act, and several other specific national support programs. Regulations accompanying such federal educational laws have provided for a variety of specific service programs, have required the development of state plans relative to several program areas, and have fostered limited forms of coordination between state and federal governments. The new mandate for a comprehensive plan for coordination of professional preparation of educational personnel, with the specific inclusion of both preservice and in-service activities, signals an expanded federal commitment to coordinated educational efforts.

State-initiated educational activity in California has been primarily program-by-program in nature. However, a trend towards coordination has emerged in recent years. In addition to annual appropriations bills for significant state support of public school districts and public institutions of higher education, the California Legislature has also committed itself to several groundbreaking laws in recent years. Each of these, including the School Improvement Program, the Chacon-Moscone Bilingual Education Act, and California's Master Plan for Special Education, has had significant requirements for the preparation of educational personnel in either preservice or in-service settings. Although in most cases such legislation has created new programs, the School Improvement Program and other existing state programs have also sought some initial integration and coordination of otherwise diverse efforts.

The educational structure of California is also marked by the legal separation of authority for various school-related efforts. The State Department of Education, under the authority of the State Board of Education, has administrative and regulatory responsibility for all public education programs and activities from preschool through grade 12. The Commission for Teacher Preparation and Licensing, however, is statutorially separate from the State Board and State Department. It is charged with responsibility for establishing standards, monitoring training programs, and issuing credentials for professional service in the public schools of the state.

In addition to these two agencies, there also exist four autonomous state authorities in the postsecondary education sphere. The University of California (nine campuses), the California State University and Colleges (nineteen campuses), and the California Community College System have state-level boards of control and central offices in addition to local campus administrations. The California

Postsecondary Education Commission has plannning and coordination responsibilities related to all higher education activities in the state.

All of these policy boards are charged with responsibilities in their separate spheres of activity. They are appointed by the Governor and have budgetary and reporting functions in common with both the executive and legislative branches of state government. The programmatic activities in the area of professional preparation of educational personnel, both preservice and in-service, are shared by all of these state-level authorities, as well as by the multitude of local public education agencies and many private educational institutions.

There are 1,200 local educational agencies, each with a locally-elected policy board. Although many of the educational programs of the state are mandated by the Legislature and monitored through the State Department of Education, the philosophy, desires, and needs of the local school district remain a primary factor in the overall educational policy of the state. The educational personnel who are prepared, by preservice and in-service efforts, are ultimately accountable to the local district.

Also functioning cooperatively with the local school districts in California are county-level school offices which have major responsibilities in personnel management and in the administration of a variety of special programs. In addition to these traditional state agencies, higher education, and local county and school offices, several types of local and regional centers have been developed. State and federal support has been available to assist with further training and support for educational personnel.

It appears that nearly all of these participants, including private educational suppliers, regional educational research laboratories, and other significant resources, are either fully or partially autonomous. Each has its prescribed policy role and history of expertise. In the development of a comprehensive plan for coordination, the primary effort is to identify those various participants, to define the role and strengths of each, and to seek cooperative and constructive ways to meet jointly the educational needs of the state. Given California's complexity, this is not an easy task. Clarity of responsibility does not even exist between the two primary state agencies involved with preparation of educational personnel. One can generalize by saying that the Commission for Teacher Preparation and Licensing is primarily a preservice agency and the State Department of Education primarily an in-service agency with respect to professional preparation. Even these roles are not clearly defined. The Commission regulates programs and licenses personnel in many advanced credential areas which are of essentially an in-service nature. The State Department of Education serves as the state channel for a variety of funds which assist candidates involved in programs of initial professional preparation.

Similar blurred lines of responsibility occur in reviewing the policy roles of school districts and higher education. The universities and colleges, both public and private, have been and remain the traditional primary vehicles for preservice training. These institutions of higher education work cooperatively

with local school districts during the field work and student teaching stages of training. Conversely, much of the new thrust in in-service staff development occurs at the school site or in teacher centers and resource centers. Yet, one finds many situations in which major in-service training continues to be offered on higher education campuses. In other circumstances aides and various professionals are receiving basic preservice preparation in school district settings.

Fortunately, in California many successful efforts have been made to bring these various resources together. The thrust of the comprehensive planning effort under P.L. 95-561 is to provide even greater coordination. Mutual understanding of the funding and administrative roles of federal and state governments, research and training abilities of the higher education sector, field needs, and on-site experience of the local schools and centers will enable all of these participants to function more effectively and to make use of each other's resources more constructively.

The role of the comprehensive plan is not to challenge or alter the policy mandates of any of the autonomous segments in California education. The planning process is aimed at improving the ability of each segment to fulfill its policy mandate through the improvement of communication, the fostering of cooperation, and the institution of genuine coordination. The net result should be improved educational performance, the development of more insightful policy, more effective implementation, and improved preservice and in-service professional preparation for all concerned.

C. A Statement of Philosophy for Preservice and In-service Professional Preparation of Educational Personnel in California

Definition of Terms

Many of the terms from Public Law 95-561 require definition in the planning process. The notion of a "comprehensive plan" is interpreted to mean that all educational programs, agencies, and institutions involved in the field of professional preparation of educational personnel should be addressed in the plan. It is a planning process that does not have specified limits but which, instead, seeks to encompass the previous separations and barriers which have grown up with the development of numerous agencies, institutions, and structures in public education in the state.

The term "coordination" is interpreted as emphasizing communication and cooperation. A plan for coordination does not seek to establish new educational policies but to facilitate the best cooperative performance from those federal, state, and local authorities already involved in public education.

The mention of "training activities for educational personnel in the state, including preservice and in-service training," stresses the comprehensiveness of the desired plan. This clearly covers all teacher education and professional preparation activities and all participating institutions, organizations, and agencies at work in this area now and in the future.

"Educational personnel" who may be the subject of such training efforts include all professionals who do and will serve in educational settings in the state (e.g., classroom teachers, teacher candidates, paraprofessionals, aides, counselors, principals, other administrators, curriculum specialists, resource teachers, substitute or part-time teachers, librarians, media specialists, persons involved in the professional preparation of educational personnel, and currently unemployed educational personnel seeking further training).

"Preservice" training refers to any preparation received by a candidate in preparation for a credential for educational employment prior to such employment. This is most commonly the preparation received at a college or university involved in teacher education and the cooperative preparation which takes place in student teaching and internship assignments coordinated by the college and a local school district.

"In-service" training refers to additional preparation and training received after a professional employee is on the job, hired by a school district as a full-fledged member of the profession. In-service training activities commonly take many forms, including those administered by the employing district, through local and regional centers, through courses at a college or university, or through various cooperative efforts.

The lines of demarcation between preservice and in-service training are not always clear, since the many parties can be involved in numerous patterns. It is also the case that many times the in-service teacher is enrolled as a candidate in preservice preparation for additional professional credentials; in some instances, to perform more effectively in that in-service post; at other times, to move on to other assignments.

Development of Philosophy

This fusion of preservice and in-service training is obviously one major argument for a comprehensive plan which will foster coordination. Rather than to focus at length on distinctions between preservice and in-service training, it will be the goal of the California plan to encourage integration among these roles.

The definition of coordination to be used in the plan does not imply any necessary alteration of existing policy. It stresses a cooperation and communication between policy-makers to ensure the effectiveness of ongoing policy. It is initially important to identify current policy as a framework for an emerging California philosophy of professional preparation. The actions of the Legislature, the work of the State Board of Education and the Commission for Teacher Preparation and Licensing, the academic traditions of the several segments of higher education in the state, and the needs and desires of the local school districts have all contributed to the current policy and philosophy of the state.

Two major actions of the California Legislature in 1977 provided important philosophical directions. In Assembly Bill 65 the Legislature established the School Improvement Program, which includes provisions for development of local school improvement plans and the appropriation of planning and implementation grants for a variety of activities, including "staff development activities jointly developed with teachers and other school personnel."

That same year the Legislature, in Assembly Bill 551, stated:

> The Legislature finds that effective, ongoing staff development is necessary for continued vitality of the public school system. Staff development can lead to improved teacher-student relationships, reduced dropout rates and improved student performance. The Legislature finds that such development activities are most effective when designed by local school staffs to meet their particular needs.

These policy directions have served to establish state funding for in-service staff development. In conjunction with federal mandates of a similar nature, they have signalled the gradual shift in governmental attention from preservice to in-service preparation of educational personnel.

Early in 1977 at its January meeting, the State Board of Education formally recognized this new direction by adopting a state policy on staff development. The policy contains an overall commitment to local initiative in professional development activities, a mandate for school districts to plan such activities, and the following specific definition:

> "Staff development" is a continuous systematic effort to improve educational programs at local school sites through (1) staff involvement in organized program planning, implementation, and evaluation efforts; and (2) activities to upgrade the knowledge and ability of the total school staff. (California State Board Policy)

In addition to providing a definition and encouragement for local initiative and planning, the State Board of Education policy also included support for such activities within the comprehensive school funding mechanism of the Consolidated Application Process.[1]

This attention in 1977 by the Legislature and the State Board of Education to in-service staff development served as major state policy indications of the already occurring swing toward in-service training and away from preservice preparation. For several decades policy related to the initial preparation of teachers had been a primary interest of the California Legislature. Beset with concerns for appropriate quality standards, the Legislature in 1961 passed the Fisher Act, which gave primary attention to the subject matter preparation of educational personnel through a complex credential framework. This act remained on the books for less than ten years.

In 1970 the Legislature passed the Teacher Preparation and Licensing Law, commonly referred to as the Ryan Act. The statement of legislative intent for this act reads:

> The Legislature, recognizing the need for excellence in education and the variety and vitality of California's many educational resources, intends to set broad minimum standards and guidelines for teacher preparation and licensing to encourage both high standards and diversity. The Legislature intends that within the framework of state control, school districts and teacher preparation institutions will develop programs which realistically meet the needs and resources of pupils, teacher candidates, school districts, and teacher preparation institutions. (Teacher Preparation and Licensing Law of 1970)

This legislation established the Commission for Teacher Preparation and Licensing as a separate agency. The Commission has seventeen members appointed by the Governor. It employs a staff to carry forth its policies in implementation of the Act. Central to these policies are a series of basic principles adopted by the Commission in the fall of 1979, including the following statements:

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[1] The policy statement of the State Board of Education on staff development is available upon request from the Office of Staff Development, California State Department of Education, 721 Capitol Mall, Sacramento, CA 95814.

Credentialing Standards: The primary purpose of state credentialing of educational personnel is to provide state-mandated minimum standards for employment in the public elementary and secondary schools of California. The Commission continues to review such standards to assure that the requirements for each credential are appropriate to the functions which credentialed persons perform in the schools of the state.

Credentialing Assignment: The state credentialing system provides direction to local educational authorities in the utilization and assignment of educational personnel. The Commission is committed to the definition and implementation of a credentialing structure which is flexible enough to meet local staffing needs as well as rigorous enough to assure that high standards of competency have been achieved by all personnel appropriate to the assignments in which they serve.

Professional Development: State standards for educational credentialing are based upon an expectation of continued professional development and growth by all involved. In order to assure that all members of the profession engage in self-renewal responsive to changing needs in the schools and the accumulation of new professional and subject matter knowledge, the Commission is committed to the continuing development and refinement of a credentialing system supportive of ongoing staff development.[1]

In the implementation of the Ryan Act, the Commission established standards and guidelines for each of the several educational credentials available for service in the public schools of California. The standards for basic teaching credentials for elementary (multiple subjects) and secondary (single subjects) service stress appropriate academic preparation; pedagogy, including the teaching of reading; supervised field experience, including service in crosscultural settings; and evidence of freedom from any criminal record.

Each new piece of educational legislation, whether at the federal or state level, will likely have impact on professional preparation as well as other aspects of the overall educational program.

In addition to potential legislative actions, the primary state agencies involved in public education are also engaged in continuing review of policy and practice. The Commission for Teacher Preparation and Licensing, assisted by

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[1] Copies of the documents, The Teacher Preparation and Licensing Function: A Preamble and Guiding Principles for California Teacher Preparation and Licensing, are available upon request.

funding from the National Institute of Education, conducted the Beginning Teacher Evaluation Study during the 1970s. The State Department of Education has worked closely with and has sponsored a variety of research and evaluation efforts, including the recently completed study of staff development conducted in 1978 and 1979.

The most appropriate overarching philosophy by which to guide the coordination of preservice and in-service professional preparation of educational personnel in California must be a commitment to effective implementation of current policy of each sector of the state's educational community; and this must be combined with an equally strong commitment to review and to articulate such policies cooperatively in the context of contemporary research findings and to make an ongoing validation of successful practices in the public schools. From such a commitment for coordination, cooperation, and communication will come both the best current educational effort and the most promising guidance for the future.

D. Quality Criteria for Preservice and In-service Professional Preparation of Educational Personnel in California

One of the primary outcomes of coordination of programs and activities in preservice and in-service professional preparation of educational personnel in California will be the opportunity for the cooperative review of policy and practice. Through such coordination each of the participants will be encouraged to pursue the best possible policies and practices to serve client needs in the state.

Until such coordination is fully implemented, however, it is premature to attempt to set forth anything other than very tentative criteria by which to judge the quality of preservice and in-service efforts. As indicated previously, certain quality guidelines have already been established through actions of the two state agencies with central responsibility for statewide activities.

The Commission for Teacher Preparation and Licensing first adopted guidelines for basic teacher credencial programs in 1973. Those guidelines were revised in 1979 in an effort to streamline the program approval and evaluation processes of the state. It is the intention of the Commission to review and to revise these guidelines further. This is an effort which should benefit from cooperative involvement fostered through the new comprehensive plan. At this time it is important to note that the following minimum features are required under current Commission guidelines:

- Involvement of professional and lay constituents of the program in planning and evaluation activities
- Commitment of institutional and community resources to the program
- Development and implementation of appropriate courses of study and instruction
- Stipulation of competencies to be met successfully by all candidates prior to graduation and recommendation for a credential
- Extensive field experience in different settings reflecting the cultural diversity of the state.[1]

Similar expectations appropriate to the in-service staff development activities fostered by the State Department of Education were expressed recently by Dr. William E. Webster, Director of the Office of Staff Development, in an article which expands on the department's adopted policy. In the article Dr. Webster indicates ten specific criteria of a good staff development program:

> Staff development should be related to school-site school improvement objectives.

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[1] The full statement of program guidelines adopted by the Commission is available upon request from the Office of Staff Development.

Staff development should be ongoing, sustained, concrete reeducation, including, where appropriate, guided practice.

Staff development should be designed and implemented by the participants.

Staff development should provide a variety of activities and be individualized.

Staff development should be done during released time.

Staff development should provide for continued evaluation and appropriate changes.

Staff development should have multipurposes.

Staff development should involve team building.

Staff development should involve the principal.

Staff development should have central office support.[1]

The statewide ad hoc constituent committee believed that the school site plans are a potential source of information regarding the need for both preservice and in-service programs. The committee has suggested the following five critical skills involved in development and implementation of long-range school site plans:

Analysis: The skill of collecting, organizing, and analyzing data about the nature of the learners at the site; the predictable changes in demography over the foreseeable future; the performance of teachers in the classroom and the administrative support system; the goals and objectives of the site and district; and the academic achievement of the students.

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[1] Webster, William E.,"Staff Development: Old Wine in New Bottles," California Journal of Teacher Education, Autumn, Volume 5, Number 4, 1979, pp. 53-63.

Program Development: The skill of matching a systematic plan or curriculum to the needs determined by the foregoing analysis; stated time lines, set priorities, descriptions of the larger social setting, specific skills to be developed by participants in the site program; and a description of the relationship of the total staff's needs and the needs of the individual faculty members.

Presentation: The skill of designing an instructional strategy to implement the program as planned; careful staffing for the instructional program; the logistics of getting site staff to the instructional program; arranging for reward systems for site staff participation or released time in order for the instruction to become part of the employment situation; differentiation of the group and individual instructional program and determination of the proper instructional modes to be used.

Monitoring: The skill of designing a system for formative evaluation of the program summative evaluation, which is essential to accountability; and a monitoring system that will help to identify the more successful and unsuccessful components of the program so there will be a basis for change in the program.

Communication: The skill of developing a way to keep all participants in the program, constituents, and colleagues at other sites informed of the progress and problems in the implementation of the staff development program.

These particular site-level planning activities have been set forth by the statewide ad hoc constituent committee for three basic purposes. First, even though these planning and implementation skills have been posed with specific relevance to in-service staff development, the results of such planning will provide equally relevant data for preservice teacher education. Second, one major aspect of the comprehensive plan for coordination will be the development of roles for all participants in the state's educational structure. What can the colleges and universities or the resource centers of the school districts contribute to and gain from such school-site planning? Third, using the school site as the basic client center of the state's educational delivery system, a major goal of the comprehensive plan for coordination must be to create a mechanism for using such site plans at each school in California as a guide to provide local, regional, and statewide composites, to monitor the specific preservice and in-service professional preparation needs of educational personnel in the state, and to coordinate efforts to address those needs in the most direct and efficient manner.

E. Purposes and Goals to be Achieved by the Comprehensive Plan for Coordination of Preservice and In-service Professional Preparation of Educational Personnel in California

The development of a comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel in California occurs with the recognition of several features discussed previously:

There has been and presumably will continue to be a pattern of shifting educational needs nationally and in California involving alternative demands now and in the future for preservice and in-service professional preparation.

A concommitant series of problems of coordination occur as multiple programs, agencies, and institutions respond to such shifting needs.

A complex system involving federal, state, regional, and local public agencies and private organizations and institutions exists in California education.

Some significant strides in coordination have already taken place in California. Constituent readiness exists for the new comprehensive plan.

Initial efforts have been made to develop a philosophy for professional preparation in California.

Specific professional preparation criteria exist from state agencies for both preservice and in-service activities.

Educational constituents involved in the development of the comprehensive plan agree that staff development coordination plans developed by individual school sites provide a client-oriented model for coordination. Individuals who receive the services of the various state and federal preservice and in-service training programs need to participate in the development of the programs so they will have a personal, sustained interest in the program.

Given these basic understandings and agreements, it is the purpose of the state comprehensive plan under development to articulate effectively problems and needs, to identify potential participants in California, to bring to life a client-centered format on a statewide basis, and to provide for communication, dissemination and evaluation appropriate to that model.

The goals established for the initial four years of the comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel in California are:

1. Recognition of current and future barriers to coordination and development of specific steps to ameliorate such difficulties

2. Development and implementation of an administrative and coordinating mechanism which will bring the plan to life

3. Involvement of all relevant constituents in such coordination, including identification of effective roles to be played by each

4. Identification of all policy elements, funding sources, and programs available in the preservice and in-service training areas

5. Identification of needs to be met throughout the state through client-centered coordination format

6. Establishment of a two-way communication system for dissemination and articulation to enhance coordination between client needs and available services

7. Evaluation of the coordination effort on an ongoing basis

8. Development of long-range goals, time lines, and policy activities for updating the plan beyond its first four years

In seeking to address these goals, the comprehensive plan and the implementation efforts of all participants will remain committed to the following concerns:

Recognition of the autonomous policy and implementation roles of the many participating educational authorities, institutions, agencies and governments at all levels

Critical importance of local initiative and school-site needs as the primary index of successful delivery and utilization of educational resources

Realization of the fiscal limitations on contemporary and future educational resources and the resulting need for efficient use of available services

The importance of maximum flexibility in the development of coordination procedures in order that such procedures can be adapted to the best local use by both clients and providers

It is with these problems, goals, and cautions in mind that the catalog of participants and the framework for a comprehensive plan for coordination of preservice and in-service training is set forth in the following two sections of this document: Section II, Components of the Plan; and Section III, The Mechanism for Coordination.

SECTION II:

COMPONENTS OF THE PLAN

A. Relevant Federal and State Legislation

The sphere of preservice and in-service professional preparation of educational personnel is affected strongly by both federal and state legislation.

The following is a compendium of major legislation which impacts on preservice and in-service professional preparation and which form the basis for the major components of the comprehensive plan for California.

Federal Legislation

Elementary and Secondary Education Act: First passed in 1965, this legislation has been amended, expanded, and funded on a regular basis. Nearly all of its titles have some impact on the preparation of educational personnel. Twenty-one specific provisions of the ESEA have been identified which relate to preparation of educational personnel. Among them are: four Title I programs involving support for the educationally disadvantaged and handicapped; the Title II program in basic skills; two Title III programs in arts and sciences; the Title IV-C program for state assistance; the Title V program for state assistance; five programs in Title VII related to bilingual education; the Title VIII program in community education; two Title IX programs for ethnic heritage and education of the handicapped; other ESEA programs in consumer education, metric education, migrant education, and sex equity.

Vocational Education Act: Seven programs under the Vocational Education Act provide for preparation of educational personnel, including provisions for basic grants, special programs, consumer education, bilingual education, and Indian education.

Indian Education Act: Four specific programs created by the Indian Education Act related to professional preparation, including support for Indian schools, special programs, and adult education.

Education of the Handicapped Act: Four programs under the Education of the Handicapped Act involve preparation of personnel for instruction in such areas as education for the deaf and blind and for severely handicapped. Other major special education legislation such as Public Law 94-142 in the special education state plan describes comprehensive preservice and in-service training efforts.

Emergency School Aid Act: Three programs under the Emergency School Aid Act, pertinent to school desegregation, relate to preparation of educational personnel.

Adult Education Act: Two programs under the Adult Education Act provide for personnel preparation. One program is related to adult education broadly. The other is specific to adult education for the Indo-Chinese immigrants.

Career Education Incentives Act: Two programs involving preparation of personnel for career education are created by the Career Education Incentives Act.

National Defense Education Act: Two programs involving support for language and area studies under the National Defense Education Act involve personnel preparation.

Mutual Education and Cultural Exchange Act: Two programs in the Mutual Education and Cultural Exchange Act, relating to language and area study and teacher exchanges, involve professional preparation.

Higher Education Act: One program for veterans under the Higher Education Act has a direct relationship to professional preparation of educational personnel. Other provisions of this Act which support institutions of higher education have impact on the ability of institutions to train teachers and on individual grant support to students wishing to become teachers.

Economic Opportunity Act: The Follow Through Program under the Economic Opportunity Act involves professional preparation of educational personnel.

Civil Rights Act: One program under the Civil Rights Act involves preparation of educational personnel.

In all, fifty specific programs under federal legislation have been identified which relate to preservice and in-service professional preparation of educational personnel. It is anticipated that as further review is conducted, other impacts of federal legislation will be discovered.

State Legislation

The most pervasive influence of state legislation on all educational activities in California is the annual appropriations bill enacting the state budget. This regularly contains significant fiscal support for all local school districts and the major support for the public institutions of higher education. Funding for the support of college and university teacher education programs and for in-service staff development activities at the district level is an annual budgetary item.

The appropriations process serves as a means for continued implementation of several specific legislative mandates. The following laws have particular significance for professional preparation of educational personnel.

Teacher Preparation and Licensing Act of 1970: Known as the Ryan Act, this legislation established the Commission for Teacher Preparation and Licensing separate from the State Department of Education. It authorizes the agency's role in establishing training standards, regulating preparation programs, and issuing credentials for service by educational professionals in the public schools.

Chacon-Moscone Bilingual Education Act of 1976: This legislation, also referred to as Assembly Bill 1329, established mandated bilingual education programs in local school districts with sufficient limited-English-proficient and non-English-proficient student populations. It requires preparation and licensure in bilingual education for teachers in such programs.

Assembly Bill 65 of 1977: In a general revision of the structure of state fiscal support for local school programs, this 1977 legislation, among other provisions, established the School Improvement Program, which requires local educational planning activities to have an impact on personnel development activities.

Assembly Bill 551 of 1977: Also in 1977 the California Legislature passed Assembly Bill 551. Article I provides for individual sites to apply and, through a competitive grant process, be funded to plan to implement and to evaluate individual school site staff development programs. Article II establishes State School Resource Centers which identify, arrange, and/or provide services to clients in their region.

Assembly Bill 1250: This legislation and several other specific state programs represent the effort of the California Legislature and state educational authorities to comply with Public Law 94-142 in the area of special education. It impacts upon professional preparation of educational personnel in a variety of ways, including revised credential programs and authorizations for instructional assignments.

Continuing Identification

It is anticipated that as the comprehensive plan for California is implemented there will be two foci for continuing identification of federal and state policies relevant to preservice and in-service professional preparation of educational personnel. First, it will be necessary to continue to review current legislation. Second, it will be necessary to monitor all new legislation. At the federal and state levels, it can be anticipated that each year there will be new provisions of importance.

It is also appropriate to note that while coordination effort is underway, there is no reason for legislative activity to be entirely reactive. It is hoped that the process of coordination will create both cooperation and agreement on future policy directions. The educational community in the state might thus be better able to influence future legislation appropriate to the client needs.

B. Development of a Catalog of all Federal and State Funding for Preservice and In-service Professional Preparation of Educational Personnel in California

Most of the federal and state legislative programs identified in the previous section of this document embody funding provisions of relevance to the preservice and in-service professional preparation of educational personnel in the State of California. The process of developing a complete catalog of all such programs with the exact dollar amounts which have been received and utilized annually by the many levels of educational structure in the state will be one of the priority tasks in the initial implementation of the comprehensive plan.[1]

In order to develop a complete and utilitarian catalog, funding sources must be identified and reported.

Federal Funds

Specific funds entering California for each of the fifty programs noted in the previous section and for other federal programs yet to be identified will be inventoried for each fiscal year. They will be described in terms of purpose related to professional preparation of educational personnel and identified in terms of which educational authorities in California are involved in the administration and expenditure of the funds.

State Funds

As indicated in the previous section of this document, the annual appropriation of state funds through the budget act is the regular process for implementation of state educational policy and programs. It will be necessary to review the budget act and supplementary appropriations measures on an annual basis to identify all programs related to preservice and in-service professional preparation of educational personnel. The primary state fiscal components will be funding for public institutions of higher education engaged in teacher preparation, support for local school districts for in-service staff development under Assembly Bills 65 and 551, support for special staff development centers, and funding for implementation of professional preparation provisions of Assembly Bills 1329 and 1250 in the areas of bilingual education and special education. A caution must be noted that it will often be difficult within state appropriations' provisions for these various institutions and agencies to separate specifically funds to be utilized for professional preparation activities from broader categories of funding support. Under the comprehensive plan an effort will be made to create and monitor such specific uses.

Local Funds

Local school districts and county offices of education in California, while receiving significant financial support from the state budget, also have local sources of income from the property tax. Thus, it is not accurate to assume that all in-service professional development efforts at the local school level are

[1] A draft of the projected catalog, including funds for California fiscal year 1979-80 from all currently identified sources, is available upon request from the Office of Staff Development.

supported by state or federal funds. It will be necessary to review and to catalog local school efforts in professional preparation in addition to those mandated and supported by the state in order to indicate the amount of local initiative and funding which exists for staff development.

Private Funds

Another element of financial support for professional preparation of educational personnel in California comes from private or nongovernmental sources. There appear to be three major components to be explored in the private sector. First, there are forty-three private colleges and universities in California which have state-approved programs leading to educational credentials for service in the public schools. Each of these institutions is making some financial investment in professional preparation activities. Second, candidates for professional certification at private institutions are paying tuition. At the public campuses they are charged fees of a lesser but not insignificant amount. Many in-service educational personnel are enrolled in college and university programs, with personal tuition or fee costs. Third, a variety of private and semiprivate educational research laboratories and consulting firms are engaged in study and program offerings related to professional preparation of educational personnel in California. All of these private sources of funding and related activities are part of the overall fiscal picture. An attempt will be made to catalog and include such sources on an annual basis.

Ongoing Identification and Cataloging

Under the comprehensive plan, a process will be created to initiate and maintain a catalog of funding sources, including information relating to type (federal, state, local, and private), the purposes for which the funds may be used, and the agency or institution responsible for expenditure of such funds.

Through this monitoring capability it will be possible under the coordination effort to review regularly the fiscal ability within the state to provide delivery of services to meet the school site client needs. Such an information system will also aid all participants to evaluate future needs for funds and to be aware of potential funding sources.

C. Identification of Other Planning Activities Related to Preservice and In-service Professional Preparation of Educational Personnel in California

Although no specific comprehensive or cooperative statewide planning activities have taken place previously in California in the area of preservice and in-service professional preparation of educational personnel, there have been numerous planning efforts specific to educational institutions, agencies, programs, and disciplines which have impact on the professional preparation area.

In response to federal mandates, many segments of the California educational community have developed comprehensive plans which speak to specific federal regulations and which often include commentary on the preparation of educational personnel needed in the state. Such federally-mandated plans for California already exist in the areas of general state assistance (ESEA Titles IV-C and V), in vocational education, in special education, and in bilingual education.

At the state level in California, a wide variety of planning activities have also been initiated. Through Assembly Bill 65 in 1977, the School Improvement Program has fostered local and statewide educational planning with an initial focus on the school site. The state, through the leadership of the State Department of Education, has also developed state master plans in such areas as special education and vocational education. These planning efforts have been integrated with the federal requirements for comprehensive plans in these disciplines.

The California higher education community is also regularly involved in long-range planning. The California Postsecondary Education Commission has developed a series of five-year plans to serve as a guide for all segments of public higher education. Each of the higher education systems and each campus has been called upon to engage in planning activities. For instance, the Chancellor's Office of the California State University and Colleges is currently engaged in a systemwide review of teacher education on the nineteen campuses. The impact of that study will have obvious significance for the coordination activities under the new comprehensive plan in California. A similar review was recently conducted by the University of California. Revision of priorities on several of its campuses will also be important in the context of the comprehensive plan.

Some private planning and research activities must also be considered in the context of information available to the coordination effort. Even though much of the relevant research has occurred through state and federal support, there are activities of private consortia and educational laboratories which contribute in an unsolicited way to overall planning ability of the state.

These related planning efforts will be of importance to the comprehensive plan for coordination of preservice and in-service professional preparation in specific ways. All of these other plans provide some initial structure on which to build new coordination efforts. Each such plan has been received and reviewed as part of the development of the comprehensive plan. Such documentation will be

recognized and utilized as part of the ongoing comprehensive planning activities. An example of such previous planning is the California Master Plan for Special Education, which involves stipulations relative to professional preparation of personnel in that field. This document will become a piece of the new comprehensive planning mechanism.[1]

Another way in which related planning activities will be important to the coordination effort is in the degree to which they assist in identifying concrete specialties and disciplines which are part of the greater whole of California education. As indicated previously, there is a wide variety of educational fields which require specialized preparation and credentialing for educational personnel. Some of these have gained high attention in recent years. A prime example is the field of bilingual education where major, as yet unfulfilled, staffing needs have been identified. A wide variety of planning and research documents have been generated in this area. These documents have become a part of the store of information available in the coordination effort.[2]

One provision of the comprehensive plan for coordination of preservice and in-service preparation will be procedures for identification, acquisition, review, and utilization of all other planning materials and activities in the various levels of the state's educational system. These efforts should ensure that cooperation and communication conducive to coordination will occur with all segments and disciplines relevant to professional preparation of educational personnel.

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[1] This document is available upon request from the Office of Staff Development.

[2] These documents are also available from the Office of Staff Development.

D. Development of a Catalog of All Educational Programs in California Relevant to Preservice and In-service Professional Preparation of Educational Personnel

The preservice and in-service professional preparation of educational personnel is a central function important to all other educational activities in the public schools of California. It is assumed in developing this comprehensive plan that there will be a necessary interface and linkage coordination efforts with all educational programs and activities in the state. Implementation of the plan will involve the development of a complete catalog of all educational programs and activities in the state, including such broad categories as:

Local School Districts and School Sites: There are 1042 local school districts in California, varying tremendously in size and scope of educational program. State school directories already exist which identify each school site, including information on enrollment and number of professional staff.

County School Offices: County school offices, with special responsibilities for personnel and intermediate program activities, exist in each county in California.

Local and Regional Centers: There are several categories of special personnel development centers which have been created in recent years, including federal teacher centers, state school resource centers, professional development and program improvement centers.

Higher Education: There are approximately seventy college and university campuses in California where programs of professional preparation for educational service are offered at the baccalaureate and/or graduate levels. The broad state system of community colleges are also part of the total professional preparation milieu. In addition to the instructional programs leading to educational credentials, the higher education community is involved in such federal programs as Teacher Corps, wide varieties of research related to professional preparation, institutional and individual faculty services in school districts, school sites and resource centers.

Private and Research Institutions: Attention must also be given to the role of autonomous research laboratories, consulting organizations, and various consortia which have developed in the state. Two of the federally supported regional educational laboratories, Far West and Southwest, are located in California, as well as many other highly respected organizations which must be included in the state's educational system.

State Agencies: The State Department of Education and all of its offices relevant to professional preparation and the Commission for Teacher Preparation and Licensing will be the

two primary state agencies involved in the coordination mechanism under the comprehensive plan. Cooperation and communication will also take place with the California Postsecondary Education Commission, the statewide offices of the three public higher education systems, and the primary state fiscal office (Office of the Legislative Analyst and State Department of Finance).

The process of developing a catalog of all participants in the Calfornia educational community will take place in a manner reflecting the client-centered approach set forth in the goals for the comprehensive plan.

Some major strides have already been made in the development of a catalog of this nature. Two documents currently available pertain to many of the participants at the preservice and in-service training levels. The Commission for Teacher Preparation and Licensing publishes a handbook for teacher candidates which includes information on all preservice programs in California. The State Department of Education's Office of Staff Development, through a contract with the Far West Laboratory for Educational Research and Development, published in December of 1979 a Directory of Staff Development Programs and Resources in California. It is anticipated that as the comprehensive plan for coordination is implemented, these two major sources will be expanded through further identification of participants and integrated into a comprehensive catalog for the state.

E. Summary of All Activities to be Coordinated in the Comprehensive Plan for Preservice and In-service Professional Preparation of Educational Personnel in California

The components of the comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel in California will include, but not be limted to:

Federal and state legislation which impacts upon preservice and in-service professional preparation of educational personnel

Funds from federal, state, local, and private sources for support of professional preparation of educational personnel at both preservice and in-service levels

All educational planning activities in the state, including comprehensive and master plans for the federal and state governments, local school site and district plans, state and campus higher education plans, and other related documents and activities

All educational programs, agencies, institutions, laboratories, and interested individuals which can be identified as clients or suppliers of preservice and in-service professional preparation of educational personnel in California

The effort to identify and to catalog such components will be guided by the client-centered approach chosen for the California comprehensive plan. It will provide an identification between clients and suppliers by discipline and delivery system, by location within the California educational structure.

SECTION III:

THE MECHANISM FOR COORDINATION

A. A Structure for Coordination of Preservice and In-service Professional Preparation of Educational Personnel in California

The structure which is being created for purposes of coordination of preservice and in-service professional preparation of educational personnnel in California is based on client-centered determination of need. All programs and providers of professional preparation services will be encouraged and guided to meet such identified needs. The information base of this model will be the continued development throughout the state of school and district level plans. One facet of such planning will continue to be the identification of professional development needs relevant to both preservice and in-service training suppliers.

The comprehensive plan is based on the expectation that such an identification of needs at school and district levels will provide appropriate guidance to address the professional preparation requirements of all clients in the statewide system at preservice and in-service levels in individual and group situations. The overall client population, including candidates on college and university campuses, personnel employed by the public schools of the state, and unemployed credentialed personnel seeking further training will be steered toward services which reflect the needs identified through the local planning efforts.

In implementing a planning process based upon local identification of needs, three stipulations must be made. First, this is a visionary endeavor. As indicated previously, California is a huge state with extremely diverse communities, localities, and educational programs. An effort to foster an effective planning process on a statewide basis must be viewed as a bold undertaking, but one which is geared to meet immediate and long-range needs for professional preparation of educational personnel.

Second, this is a developmental endeavor. Although school and district planning has been a part of the school improvement efforts in California in the past, it cannot be assumed that such planning activities are fully operative and effective throughout the state. It is assumed that a major component of the comprehensive plan must be to assist with local planning through improved communication and cooperation among the many parties to preservice and in-service preparation. It is expected that in some cases the initial need identified at school and district levels will be a need for assistance with the planning and needs assessment process itself. The response to that need will the be professional development efforts aimed at improving the planning skills of the site and district staffs.

It is essential that within the comprehensive planning process that channels of communication and cooperation be opened up among all parties. All parties are considered important. Communication and cooperation are enccuraged in all directions. Such expectations are based on the view that all of the individuals and groups within the system have information and skills which may be of

importance to all others. While in general preservice and in-service professional preparation may be provided by institutions of higher education and various special centers and be received by school and district clients and prospective teachers, it is also important to note that higher education faculties and resource center personnel can be learners as well as instructors in such a system. Professional development of all educators in California is the primary goal of the structure being developed.

The school and district as well as the teacher candidates at colleges and universities are viewed as clients in the statewide educational system. A variety of suppliers can also be identified. Suppliers of preservice and in-service professional preparation include such entities as institutions of higher education, professional development centers of all kinds, county school offices and school districts, many school sites which have effectively undertaken professional development programs, various private and semi-private educational consultants and research organizations, and the many state and federal programs.

Through the identification, categorization and entry of all such participants in California into a statewide system of coordination, it is anticipated that increased communication and cooperation will result to ensure more efficient and more effective delivery of suppliers' services to client needs.

Two additional assumptions exist in the coordination model which is evolving in California. First, many of the parties to the educational system of the state cannot be categorized solely as client or supplier because they may play both roles, often at the same time. A school site may be both a client system with specific needs and organized to provide professional preparation responsive to some of those needs. This recognition will require a flexible and open system of identification and cataloging. The expectation is that all participants in the system may have both needs to be met and services to offer others.

The second assumption is that as the coordination effort unfolds, many of the participants in the system will be encouraged to emerge in the role of broker between the client system and the many suppliers. In many regions of California this broker role is already played by county offices of education, by regional centers, institutes of higher education, or in some cases by the larger school district offices. To date this has been an uneven system without specific coordination from the state level. The comprehensive plan for coordination will elicit formal recognition of this intermediate coordinating role as a means to ensure the desired communication and cooperation throughout the state.

To implement the comprehensive plan for California, two state-level groups will be formed to monitor the coordination efforts. One of these bodies will be a joint staff development policy council consisting of staff from the State Department of Education and the Commission for Teacher Preparation and Licensing and will make use of ad hoc committees when appropriate. The other group will be composed of members of the major client, supplier, and broker systems throughout the state.

The staff development policy council will be appointed by the chief administrative officers of the State Department of Education and the Commission for Teacher Preparation and Licensing. It will have in its membership key staff from all units of the State Department of Education whose responsibilities include professional preparation of educational personnel and from the Commission for Teacher Preparation and Licensing. The primary functions of the policy council will include:

Implementation of the specific features of the comprehensive plan, such as identification, communication, evaluation, and policy planning under the auspices of the State Department of Education and the Commission for Teacher Preparation and Licensing

Deployment of appropriate administrative functions under the plan to the various units of the State Department of Education and the Commission for Teacher Preparation and Licensing best suited to carry out the necessary tasks

Assignment and utilization of staff from the State Department of Education and the Commission for Teacher Preparation and Licensing as appropriate to the plan and the resources of the agencies

Meeting and consultating with the advisory committee and all other existing and pertinent state level groups

Development and review of policy proposals related to the broad area of coordination of preservice and in-service preparation, including updating the comprehensive plan on an annual basis

Reporting to the State Board of Education and the Commission for Teacher Preparation and Licensing on implementation of the comprehensive plan

The primary implementation activities will involve identification of participants and needs, communication and dissemination, evaluation of both the coordination effort and to a lesser degree the quality of services being provided, development of future policy, and overall administration of the coordination effort. It is anticipated that significant staff time will be required for these activities and that such time will initially be made available through agency assignment.

Since the comprehensive plan is filed as an amendment to the current Title IV and V plans of the State Department of Education, that agency holds initial responsibility for implementation of the plan. Given the shared responsibility for preservice and in-service professional preparation in California between the State Department of Education and the Commission for Teacher Preparation and Licensing, the staff development policy council will involve both agencies in implementation at all stages of the plan. The State Board of Education and the Commission for Teacher Preparation and Licensing will consider and approve the planning document and appropriate policy issues under the plan. These agencies will contribute staff

time to the implementation process. As funding from federal, state, and other sources becomes available to assist with implementation of the comprehensive plan, such funds will be divided between the two agencies as appropriate to the sharing of the implementation tasks.

A variety of ad hoc committees will also be called upon for various types of information, support, and dissemination. Ad hoc constituent committees will include:

> Members from each of the major statewide professional organizations identified as professional development constituents, e.g., California Federation of Teachers, California Teachers Association, Association of California School Administrators, and discipline-oriented organizations of school counselors, bilingual educators, special education personnel, and vocational education teachers
>
> Representatives from local school districts, county school offices, federal teacher centers, state school resource centers, professional development and program improvement centers, private suppliers of professional development programs, and educational organizations, such selections to ensure representation of urban, and rural school interests in the state
>
> Representatives from each of the major higher education segments, including the University of California, California State University and Colleges, California Community Colleges, independent colleges and universities of California, and the California Postsecondary Education Commission
>
> Representatives from the California School Boards Association
>
> Representatives from the California State Parent Teacher Association and others

New groups of participants, as relevant categories of clients, suppliers, and brokers are identified during implementation of the plan, may be included. Although ad hoc constituent committees are purposely composed of a cross-section, and representation of all educational perspectives in the state is desired, it is not assumed that the members of any committee will be able to represent fully all constituencies in the state.

To broaden the communication and involvement of all segments of the educational community, other already existing advisory bodies and the many professional educational groups in California will be utilized as part of the coordination effort. For example, such groups as the Innovation and Planning Commission, the Special Education Commission, the Evaluation and Management Commission, the Interagency Task Force for Bilingual Education, and the Bilingual Coordinating Council will be solicited for reactions. Each will be asked to help in the coordination effort. A similar utilization will be made of the many professional and

educational organizations in California. It is intended that the staff involved in the state level coordination will be able to share information at educational meetings and to use the various professional publications in the state to facilitate communication and cooperation.

The primary purposes of ad hoc constituent committees will be the following:

To review the implementation of the comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel

To reflect and to represent the interests and needs of the client, supplier, and broker segments in the client-centered model specified in the plan

To advise the joint staff development policy council on its work with respect to the identification, communication, evaluation, and policy phases of the coordination effort

To propose new or revised mechanisms for improvement of the plan and the coordination effort

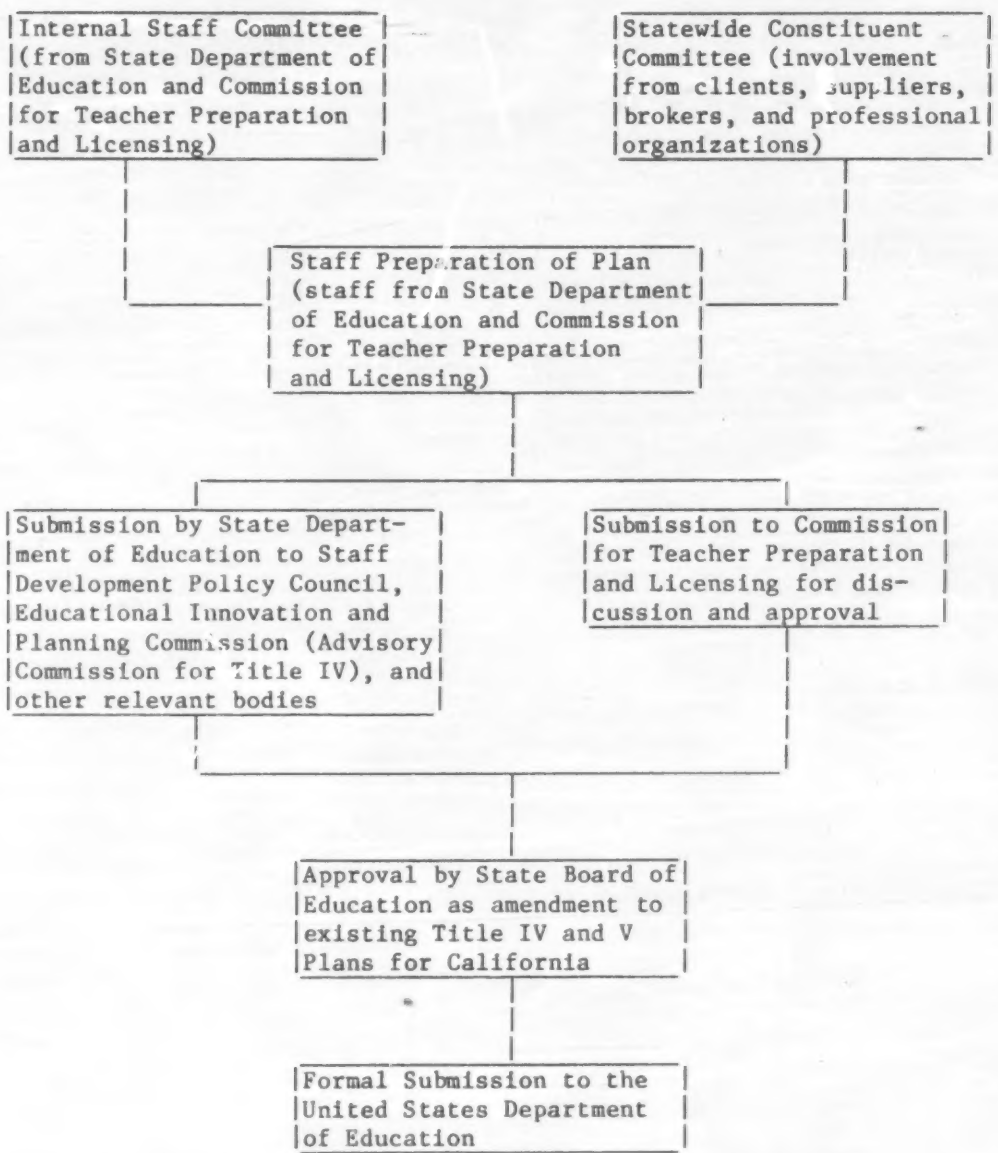
No meeting and/or task schedule is being established for the ad hoc constituent committees. They will be utilized on call by the staff development policy council, as will other available committees and organizations.

In order to establish graphically and in brief narrative form the relationships which exist in the comprehensive plan for California, five charts have been developed. The first of these indicates the process which has been followed for the approval of the comprehensive plan. The following chart illustrates the initial involvement of internal and external planning committees; preparation of the plan by staff of the two agencies; submission of the plan for review at appropriate meetings and approved by the State Department of Education, including the Staff Development Policy Council and the Title IVC Educational Innovation and Planning Commission; discussion and approval by the Commission for Teacher Preparation and Licensing; approval of the document by the State Board of Education as an amendment to the existing Title IV and V plans for California; and submission to the United States Department of Education. It is anticipated that this same process will be followed as the plan is revised and resubmitted in the future, with the substitution of the staff development policy council for the internal committee and the use of ad hoc constituent committee to replace the initial constituent committee.

The second chart has been developed to depict the structure which will be used for implementation of the comprehensive plan. Work under the plan will be conducted by the staff development policy council. It will report to the State Board of Education and the Commission for Teacher Preparation and Licensing. As indicated in the chart, the policy council will receive information and advice and/or approval from ad hoc constituent committees, the Educational Innovation and Planning Commission (Advisory Commission for Title IV), other existing bodies, and from educational organizations throughout the state. All of these

Chart One

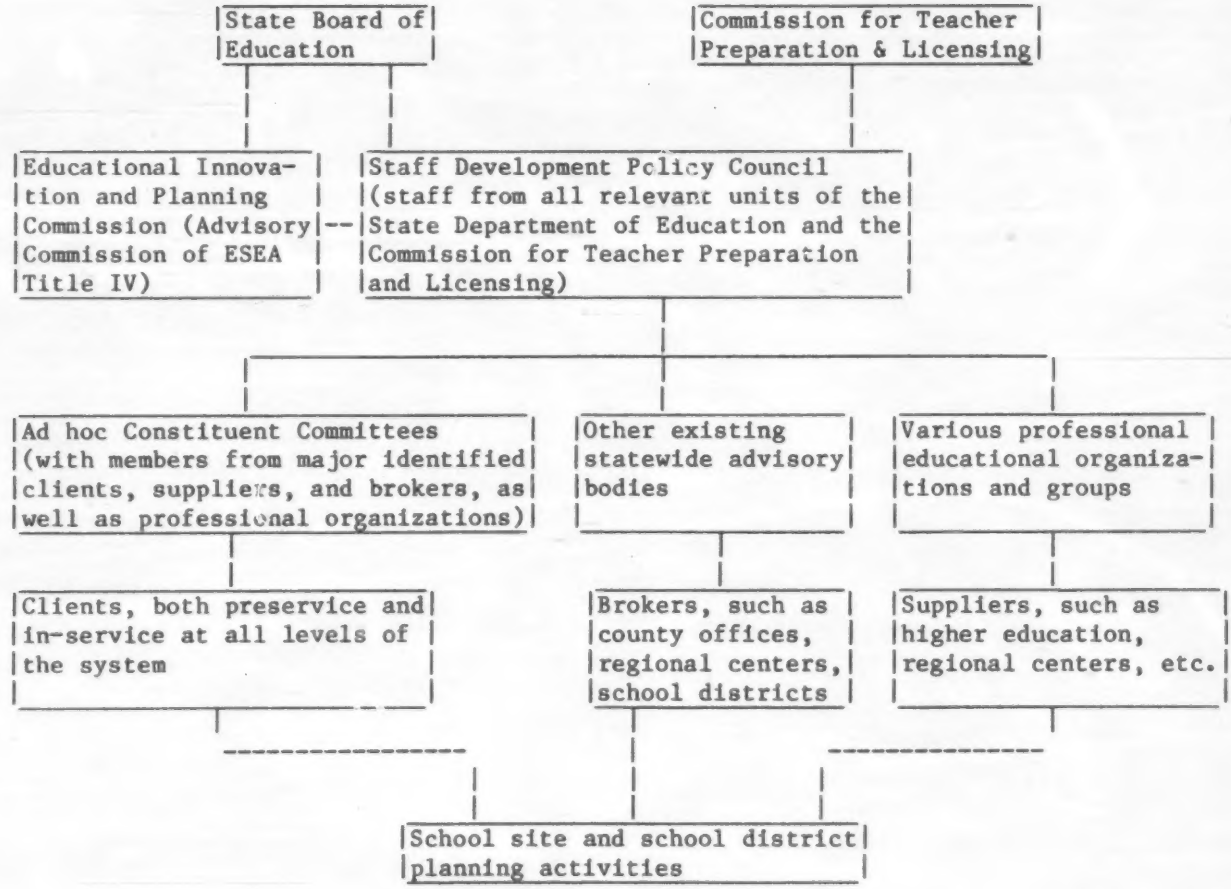
Approval Process for Comprehensive Plan Approval


Internal Staff Committee (from State Department of Education and Commission for Teacher Preparation and Licensing)
Statewide Constituent Committee (involvement from clients, suppliers, brokers, and professional organizations)
Staff Preparation of Plan (staff from State Department of Education and Commission for Teacher Preparation and Licensing)
Submission by State Department of Education to Staff Development Policy Council, Educational Innovation and Planning Commission (Advisory Commission for Title IV), and other relevant bodies
Submission to Commission for Teacher Preparation and Licensing for discussion and approval
Approval by State Board of Education as amendment to existing Title IV and V Plans for California
Formal Submission to the United States Department of Education

groups will be utilized to facilitate two-way communication from the state level to the multitude of client systems, suppliers, and brokers, including those agencies which emerge in the intermediate coordinating roles. This entire structure will work cooperatively with the ongoing school-site and school-district planning in order to obtain needs assessment information and to provide assistance and support for the local planning efforts.

Chart Two

Implementation of the Comprehensive Plan


State Board of Education
Commission for Teacher Preparation & Licensing
Educational Innovation and Planning Commission (Advisory Commission of ESEA Title IV)
Staff Development Policy Council (staff from all relevant units of the State Department of Education and the Commission for Teacher Preparation and Licensing)
Ad hoc Constituent Committees (with members from major identified clients, suppliers, and brokers, as well as professional organizations)
Other existing statewide advisory bodies
Various professional educational organizations and groups
Clients, both preservice and in-service at all levels of the system
Brokers, such as county offices, regional centers, school districts
Suppliers, such as higher education, regional centers, etc.
School site and school district planning activities

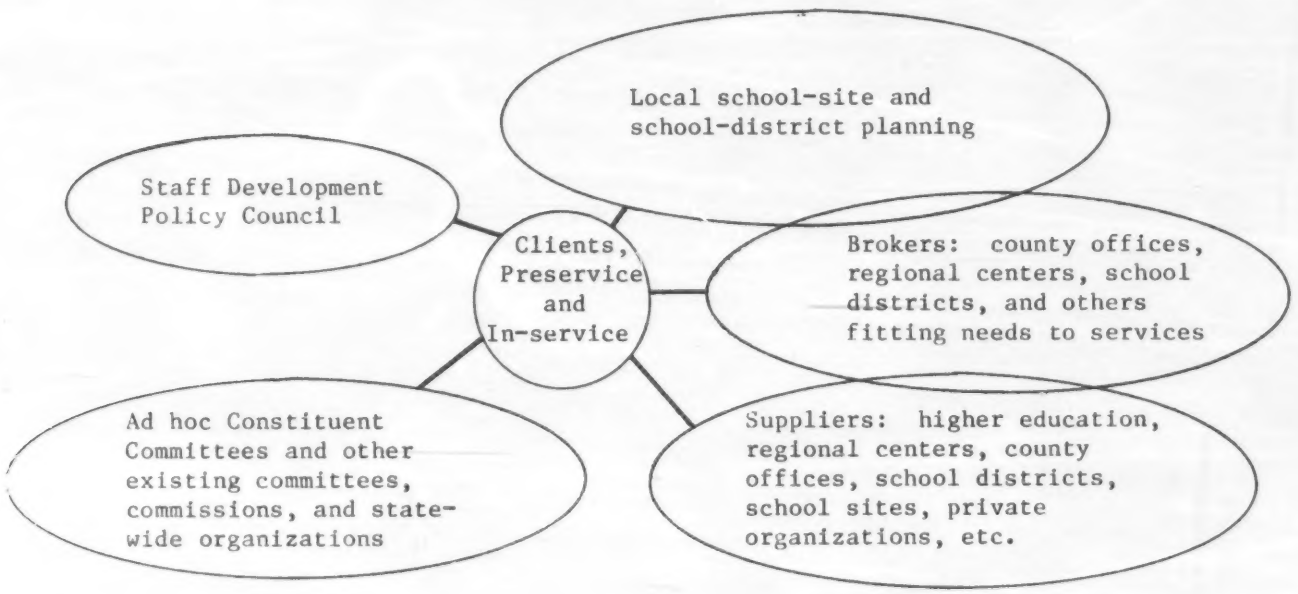
--- = two-way communication
___ = one-way communication

The critical feature of this coordination chart is the communication and cooperation among all participants. All members of the system are linked by two-way communication, exchange of information, and service.

Because the interaction that is anticipated among all of the educational parties in California is not well demonstrated by a linear model, these same participants are depicted in a third chart in a circular linked fashion. In this instance the client is at the center of the dynamic system, surrounded in turn by the local planning effort, the brokers, the suppliers, the ad hoc constituent committees and other statewide committees and organizations, and the staff development policy council at the state level. This graphic approach is to suggest that there is continual multifaceted linked communication and cooperation. The system articulated by the comprehensive plan is to be implemented by the staff development policy council in dialogue with all other parties.

Chart Three

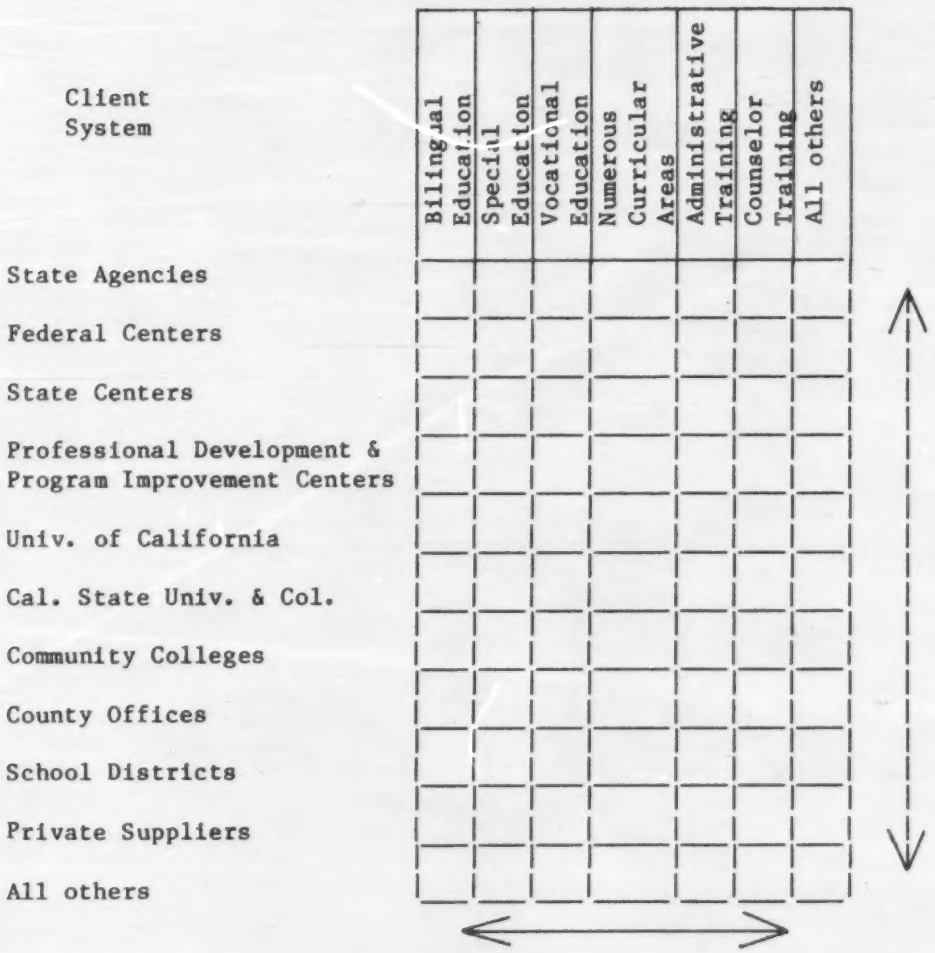
Participant Interrelationships


Local school-site and school-district planning
Staff Development Policy Council
Clients, Preservice and In-service
Brokers: county offices, regional centers, school districts, and others fitting needs to services
Ad hoc Constituent Committees and other existing committees, commissions, and statewide organizations
Suppliers: higher education, regional centers, county offices, school districts, school sites, private organizations, etc.

A three-dimensional approach to this articulation is also useful. The fourth chart presents all of the participating agencies and organizations on one dimension and the various program areas on a second dimension. The third dimension creates cubes in which interaction will take place between each party that seeks to offer service in a given program area to clients. There is a need for coordination to ensure that any given supplier is offering services appropriate to client needs, as would occur within any of the cubes. Additional levels of coordination and cooperation are required between and among the various program areas handled by any supplier, as shown by the bottom arrow. Coordination needs to occur between and among the multitude of suppliers involved in any given program, as shown by the arrow on the right.

Chart Four

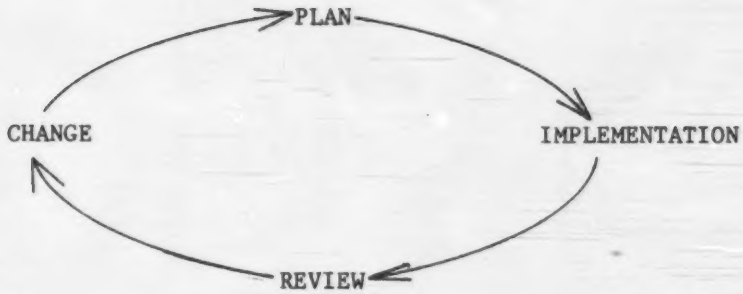
Content and Agencies to be Coordinated



Finally, a fifth chart is used to indicate the renewal process that must occur with any planning effort.

Chart Five

Renewal in Planning Process



It is assumed that this process will take place during each of the four years of the current plan, with the focus initially on implementation. Continual periodic review will result in necessary change and renewed planning each year. By the third and fourth years the focus will shift toward the review, change, and planning efforts in preparation for full revision and resubmission of the comprehensive plan.

Greater detail on the specific activities involved in the comprehensive plan is presented in the next four sections, followed by discussion of the implementation effort and a review and time line of the goals for the plan.

B. Procedures for Identification of Components in the Coordination of Preservice and In-service Professional Preparation of Educational Personnel in California

One of the primary staff responsibilities under the comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel in California will be the ongoing identification of all participants, components, and funds in the state. As indicated in Section II of this document, the primary components are viewed as:

Relevant state and federal legislation

All funding sources, including federal, state, local and private

All other planning activities and plans, including state comprehensive and master plans, agency and institution plans and the school site and school district School Improvement Program plans

Client and supplier participants, the identification of which will result in a catalog which will indicate the role (client, supplier, or both) and the implications of coordination for each

Three primary products are anticipated from the identification work which the staff will undertake in the coordination effort:

LOCAL PLANS: The staff will use existing school site and district planning activities, augmenting those activities by technical assistance and professional development from the network of suppliers. They will seek to ensure that the local planning involves both immediate and long-range needs assessment. A data base will be built which can be used to develop a state profile of preservice and in-service professional development needs.

RELATIONSHIPS: The staff will use the planning information as a guide. Efficient and effective relationships can be encouraged between client needs and supplier services throughout the state.

CATALOG: The staff will catalog and compile the information which has been collected for sharing with all participants in the system. Such a catalog could contain all identified legislation, funding, planning activities, and lists of client needs, suppliers' services, and brokers.

C. Procedures for Communication and Dissemination

Another primary staff responsibility under the comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel in California will be ongoing communication and dissemination of information which has been collected. Specific vehicles for such communication and dissemination, such as an annual directory mentioned above, will be dependent on funding available for the coordination effort.

Two potentially cooperative vehicles appear likely as the plan is being developed. The advisory committee which will be created under the plan, with representation from all relevant constituencies, will serve as one communication and dissemination vehicle. It will provide a direct channel for moving information to the various participating constituencies for further dissemination. The ad hoc committees will be the major channel for input to the state administrative agencies. It will be viewed as a significant two-way device for communication and dissemination.

Other existing educational programs and plans of the state are also available for utilization by the administration of the comprehensive plan for coordination of preservice and in-service preparation. The State Department of Education possesses a variety of vehicles for communication with and dissemination to the many levels of educational activity in the state, including the Office of Information and Dissemination which operates several communications mechanisms appropriate to the needs of the comprehensive plan. The Commission for Teacher Preparation and Licensing also has established communications channels with all institutions of higher education, all school districts, and county education offices in the state.

It is anticipated that existing programs and master plans for certain specialized areas, such as bilingual education and special education, will also increase the communication and dissemination abilities in these areas of critical need.

D. Procedures for Evaluation of the Comprehensive Plan

Another primary factor within the comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel in California will be ongoing evaluation of that coordination effort. It is anticipated that the staff development policy council will initiate both formative and summative evaluation procedures which will provide reports on a regular basis to the State Department of Education, the Commission for Teacher Preparation and Licensing, the Legislature, and all other cooperating parties in the statewide system.

In addition to such regular reporting of statewide evaluation information, the staff development policy council, with the review of other appropriate bodies such as the ESEA Title IV Educational Innovation and Planning Commission, will conduct a periodic and random assessment of all participants in the system, including clients, suppliers, and brokers, to ascertain the degree to which they have been assisted by the coordination effort and to gain information about needs to be used as a guide to ongoing revisions of the plan. This effort will be designed to identify and to analyze resources, the roles of various agencies, services provided, and the type, purpose, funding, and client systems for the services they are supplying. The main goal of gathering this information will be to determine where there are gaps, overlaps, and redundancy in services or clients; what areas, geographic and content, are over-served and under-served. A visual aid will be developed that will display need areas, resources available, program services provided, client systems, and other information. After the analysis has been completed, an effort will be made to evaluate the quality of the services being offered or ways to improve services through cooperation, coordination, redesign, and varied delivery systems.

Findings will be reviewed by appropriate bodies, including, but not limited to, the Title IV Educational Innovation and Planning Commission, the Staff Development Policy Council, and the State Board of Education. Appropriate action will follow.

The comprehensive plan, while initially formulated for a four-year period, will be subject to annual updates, amendments, and revisions based on the evaluation process. Evaluation over the four years will provide a primary source for guidance relative to the development and submission of a second plan after the initial four years.

E. Exploration of Future Policy Development in the Area of Preservice and In-service Professional Preparation of Educational Personnel

A further responsibility of the staff development policy council, in cooperation with all of the participants identified and in a manner responsive to the State Board of Education and the Commission for Teacher Preparation and Licensing, will be the exploration of future policy directions for the State of California in the broad area of preservice and in-service professional preparation of educational personnel.

This exploration will evolve naturally during the implementation of the plan. It will deal first with solutions to the several barriers already identified. It will then engage in examination of research implications and the development of promising practices and policies for field testing through the network of suppliers and clients.

F. Distinction Between Planning and Implementation

The activities which will evolve in the process of the implementation of the comprehensive plan for coordination of preservice and in-service professional preparation of educational personnel in California cannot be specified as a part of this planning document. The ad hoc constituent committees involved in development of the plan and the staff from the two state agencies which have worked in the planning effort find that detailed projections of the manner in which the basic tasks of identification, communication, evaluation, and policy exploration will be implemented in the next four years are speculative at this time.

The personnel assigned by the two agencies to implement the plan, ad hoc committees, and other field-based groups involved will move during the first year through a process of defining roles, defining terms, allocating available resources, and emphasizing the planning effort. From these activities will emerge a more specific description not only of accomplishment, but also of year-by-year potential for the coordination process.

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